

REPORT

Climate Action, Planning and Development

To: New Westminster Design Panel **Date:** May 24, 2022
From: Dilys Huang, Development Planner **File:** HER00780
Item #: 2022-365
Subject: **802 & 806 Eighth Street and 809 Eighth Avenue: Heritage Revitalization Agreement for Townhouse and Heritage House Development**

RECOMMENDATION

THAT the New Westminster Design Panel review the design submission and provide comments for applicant and staff consideration; and

THAT the New Westminster Design Panel consider a motion of support or non-support for the proposed Heritage Revitalization Agreement and Development Permit applications.

PURPOSE

Heritage Revitalization Agreement and Development Permit applications have been received for 802-806 Eighth Street and 809 Eighth Avenue. A total of 18 residential units are proposed, which includes the retention, restoration, and on-site relocation of the 1929 Sincock House on its own subdivided parcel, and the construction of three new townhouse buildings.

The purpose of this report is to provide information to the New Westminster Design Panel in regard to the overall project design, and to receive comments from the Panel with special consideration of the items noted in the Design Considerations section of this report.

GUIDING POLICY AND REGULATIONS

Official Community Plan Land Use Designation

The subject properties are designated Residential - Infill Townhouse (RT). This designation envisions small scale, side-by-side townhouses and rowhouses that are compatible within areas of single detached housing and other lower density ground oriented housing.

Projects with Heritage Assets

The Official Community Plan (OCP) encourages the use of Heritage Revitalization Agreements (HRAs) when a heritage asset on a site is appropriately incorporated into a development. The OCP also indicates that through an HRA, a development may be eligible for incentives such as an increase in density or reduced parking requirements, which would make it viable to conserve assets with heritage merit.

Development Permit Area

The subject site is located within the Infill Townhouse and Rowhouse Development Permit Area (DPA 1.3). The intent of this DPA is to encourage small scale infill projects that are complementary to the existing single detached dwelling context through appropriate building form, scale, and location. The proposal is being evaluated against the DPA 1.4 guidelines concurrently with the review of the Heritage Revitalization Agreement application.

The DPA 1.3 guidelines can be accessed via:

[https://www.newwestcity.ca/database/files/library/OCP_DPA_1.3_Townhouses_and_Rowhouses_\(Consolidated_June_2020\).pdf](https://www.newwestcity.ca/database/files/library/OCP_DPA_1.3_Townhouses_and_Rowhouses_(Consolidated_June_2020).pdf)

Zoning Bylaw

The subject properties are currently zoned Neighbourhood Single Detached Residential (NR-2). The proposal would not be consistent with the current zoning, and as such, a rezoning or Heritage Revitalization Agreement (HRA) is required. In this case, the HRA is being used both for relaxations to the NR-2 zone in relation to the heritage house, and similar to a rezoning, to permit a different building form (e.g. townhouses).

Heritage Revitalization Agreement

A Heritage Revitalization Agreement (HRA) is a negotiated agreement between the City and a property owner for the purposes of heritage conservation. In exchange for long-term legal protection through a Heritage Designation Bylaw and exterior restoration, certain zoning relaxations may be considered as long as the application is consistent with the Official Community Plan. An HRA is not precedent setting, as each one is

unique to a specific site. The *Policy for the Use of Heritage Revitalization Agreements* lays out the process for HRAs and the relaxations that may be considered.

Heritage Related Design Guidelines

Council endorsed the *Standards and Guidelines for the Conservation of Historic Places in Canada* in 2008 as a basis for assessing heritage projects within the city. These are national guidelines for best practice in heritage conservation and design. All HRA proposals are carefully evaluated using this document to ensure conservation work on the exterior of the heritage building is in compliance. Additionally, the design of the adjacent new buildings is reviewed against the principles and guidelines in this document.

Family Friendly Housing Policy

The proposal would be required to provide a minimum 30% two and three bedroom units, of which at least 10% of the overall number of units would need to contain three bedrooms or more. Based on the applicant's submission, all of the proposed units, with the exception of the accessible studio units, would have three or four bedrooms.

BACKGROUND INFORMATION

Site Characteristics and Context

The subject site, which includes three properties, is located in the Moody Park neighbourhood at the north-west corner of Eighth Street and Eighth Avenue. The properties each contain an existing single detached dwelling and have an approximate combined gross area of 1,887 sq. m. (20,317 sq. ft.). The site is relatively flat and has lane access on the north side.

The existing single detached properties to the immediate north across the lane are also designated (RT) Residential - Infill Townhouse, while those to the west are designated (RD) Residential - Detached and Semi-Detached Housing. To the east across Eighth Street is Massey Theatre, to the south-east are some three to four storey low-rise apartment buildings, and to the south across Eighth Avenue is Moody Park. A site context map is provided as Figure 1.



Figure 1. Site Context Map

Proposal

The proposed project includes a total of 18 residential units on the subject site, of which one would be a single detached dwelling in the heritage house and nine would be standard side-by-side townhouse units similar to those anticipated under the Infill Townhouse and Rowhouse Residential (RT) zone. The remainder consists of townhouse units in a stacked configuration within the proposed building closest to the street intersection. These include four partially sunken one-level accessible studio units with ramped access to Eighth Avenue that are intended to provide additional housing choice within the neighbourhood, and four three-level townhouse units above. The buildings are proposed to be oriented parallel to Eighth Avenue on both sides of a central pedestrian courtyard.

The heritage house that would be restored is proposed to be relocated from the north-east corner to the south-west corner of the site. The 160 sq. m. (1,722 sq. ft.) house would remain the same square footage, contain three bedrooms, and be located on its own 226 sq. m. (2,437 sq. ft.) sub-compact lot with a proposed Floor Space Ratio (FSR) of 0.71.

With the exception of the four one-level, fully accessible studio units of approximately 44 sq. m. (473 sq. ft.) in size, the townhouse units would consist of three and four bedroom units ranging from approximately 119 sq. m. (1,283 sq. ft.) to 142 sq. m. (1,526 sq. ft.). The proposed density for the larger parcel containing the new townhouse units is 1.13 FSR.

While the proposed 18 units would typically require a total of 20 off-street parking spaces, the project proposes to provide 15 off-street parking spaces (14 resident stalls

and one shared visitor/loading stall) accessed from the lane. The project includes parking relaxations in consideration of the applicant being responsible for providing transportation demand management (TDM) measures to support sustainable modes of travel, and off-site improvements to transit facilities and pedestrian connections.

Bicycle storage and lockers are proposed to the east of Building 4 and outside each of the accessible units. Bicycle racks are also proposed near the central courtyard entrance on Eighth Street.

Project Statistics

Table 1: Project Statistics for Heritage House (Lot “B”)

	Permitted / Required Under NR-2 Zone	Proposed	Relaxation
Min. Site Area	557.4 sq. m. (6,000 sq. ft.)	226.4 sq. m. (2,437 sq. ft.)	331 sq. m. (3,563 sq. ft.)
Lot Width	--	14.04 m. (46.06 ft.)	--
Lot Depth	--	16.13 m. (52.92 ft.)	--
Max. Floor Area	135.8 sq. m. (1,462.2 sq. ft.)	159.95 sq. m. (1,721.67 sq. ft.)	24.15 sq. m. (259.47 sq. ft.)
Max. Floor Space Ratio	0.6 FSR	0.71 FSR	0.11
Max. Floor Space Ratio Above Grade	0.4 FSR	0.37 FSR	--
Max. Site Coverage	35%	37%	2%
Min. Front Setback	3.23 m. (10.58 ft.)	4.27 m. (14.01 ft.)	--
Min. Rear Setback	3.23 m. (10.58 ft.)	2.96 m. (9.71 ft.)	0.27 m. (0.87 ft.)
Min. Side Setback (West)	1.22 m. (4 ft.)	1.83 m. (6 ft.)	--
Min. Side Setback (East)	1.22 m. (4 ft.)	1.75 m. (5.74 ft.)	--
Max. Height (Roof Peak)	10.67 m. (35 ft.)	5.93 m. (19.44 ft.)	--
Max. Height (Midpoint)	7.62 m. (25 ft.)	4.53 m. (14.87 ft.)	--
Max. Attached Accessory Structure Area	10%	2%	--
Min. Off-Street Parking	1 space	1 space	--
Location of Off-Street Parking	On-site	Off-site (on adjacent Lot “A”)	Off-site parking

* Grey rows indicate proposed relaxations/variances

Table 2: Project Statistics for Townhouses (Lot "A")

Despite the site being zoned Neighbourhood Single Detached Residential (NR-2), since the proposed Heritage Revitalization Agreement would enable a change in use to townhouses, the following table provides an overview of how the proposed townhouses on Lot "A" would relate to the Infill Townhouse and Rowhouse Residential (RT) zoning provisions for comparison:

	Permitted / Required Under RT Zone	Proposed
Residential Units	Side-by-side townhouse units	Side-by-side townhouse units, stacked townhouse units
Site Area (Net)	--	1,644 sq. m. (17,697 sq. ft.)
Total FSR Inclusive of Basement	1.0 FSR	1.13 FSR
Total FSR Excluding Basement	0.85 FSR	1.05 FSR
Building Height	10.67 m. (35 ft.)	Building 1: 12.08 m. (39.62 ft.) Building 3: 11.13 m. (36.52 ft.) Building 4: 8.4 m. (27.56 ft.)
Unit Mix and Family-Friendly Housing	Minimum 30% two and three bedroom units, of which 10% are three or more bedrooms	Studio units: 4 (24%) 1 bedroom units: 0 (0%) 2 bedroom units: 0 (0%) 3 bedroom units: 11 (65%) 4 bedroom units: 2 (12%) Total: 17 units
Off-Street Parking		
Resident	17 spaces	13 spaces
Visitor	2 spaces	1 space (with shared loading)
Total	19 spaces	14 spaces
Bicycle Parking	17 spaces	24 spaces (long term) 4 spaces (short term)
Parking space or maneuvering aisle setback from side or rear site line (for sites with multiple dwelling uses)	1.52 m. (5 ft.)	Side (west): 0.39 m. (1.28 ft.) Rear: 0.61 m. (2 ft.)

DESIGN CONSIDERATIONS

The applicant's design rationale and architectural and landscape drawings are included as Appendix A. Staff would appreciate comments from the New Westminster Design Panel on the proposed development, including how it responds to the Infill Townhouse and Rowhouse Development Permit Area guidelines and principles. Some items identified by staff for consideration by the Panel are as follows:

Building Massing, Transition, and Streetscape Expression

The proposed units would front Eighth Avenue, and have articulated building ends along Eighth Street. With the proposed relocation of the heritage house to the south-west corner of the site, it would be grouped with the other bungalows from the same era along Eighth Avenue. The stacked townhouse units are proposed to be placed closest to the street intersection at the south-east corner of the site. While the proposed density and heights for a couple of the townhouse buildings are slightly higher than otherwise anticipated under the Infill Townhouse and Rowhouse Residential (RT) zone (Table 2 above), the overall height and scale of the townhouses are proposed to gradually reduce toward the north-west.

Building Materials

The Development Permit Area guidelines call for the use of durable, long lasting, and high quality materials. Masonry, lapped siding, and other textured cladding materials are strongly encouraged, especially at the ground floor level. Synthetic materials intended to mimic natural materials are not recommended.

The proposed material and colour palette for the heritage house is shown on sheets 5 and 23 of the architectural drawings, which include, but not limited to, retained rough stucco and wide plank horizontal lap siding. Proposed colours include yellow and gold, reflecting the original colours found on the house and in house catalogues of the time.

For the townhouses, traditional bungalow elements are proposed to be reflected through the townhouses' gabled roofs, front porches, and exterior colours for the lower storeys. Contemporary design and finishes, along with minimal texture and architectural ornamentation (e.g. lack of trim boards and columns) are also proposed. The material and colour palette includes pre-finished natural wood shingles in semi-transparent stain, smooth fibre cement panels in light grey, smooth CIP stucco for the base levels painted in colours from the same 1926 Gordon Van Tine catalogue the original/found yellow and gold bungalow colours were matched to, and glass railings.

Open Space

The Development Permit Area guidelines call for landscape design that is focused on privacy, open space and rainwater management, optimizing livability, and increasing neighbourliness.

A common amenity area consisting of benches and a tree is proposed along the central courtyard between Buildings 3 and 4. Open space for individual dwelling units is provided through private patios and balconies.

Questions for the Design Panel's Consideration

In addition to seeking general comments from the New Westminster Design Panel (NWDP) in regard to the overall design of the proposed development and the above-mentioned design considerations, staff has identified the following questions for the NWDP to provide specific response to:

1. Staff seeks input from the NWDP in regard to the project design, including the selection of building materials and colour scheme, and how the proposed development addresses the Infill Townhouse and Rowhouse Development Permit Area guidelines.
2. Staff seeks input from the NWDP in regard to the overall scale, massing, and expression of the proposed buildings.
3. Staff seeks input from the NWDP in regard to the transition between the proposed development and adjacent properties, and how the project fits within the surrounding neighbourhood context.
4. Staff seeks input from the NWDP in regard to the proposed site layout, including the pedestrian walkways, and siting of the parking spaces and waste enclosure area.
5. Staff seeks input from the NWDP in regard to overall on-site accessibility, including for the proposed one-level accessible studio units.
6. Staff seeks input from the NWDP in regard to the proposed central courtyard area, private open space, and other landscaping features.

ATTACHMENTS

Appendix A: Applicant Submission Package

This report was prepared by:
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This report was reviewed and approved by:
Mike Watson, Acting Supervisor of Development Planning